

Message Text

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ACTION EUR-12

INFO OCT-01 ISO-00 EURE-00 CIAE-00 DODE-00 PM-04 H-02

INR-07 L-03 NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15

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TRSE-00 /074 W

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FM AMEMBASSY BONN

TO SECSTATE WASHDC IMMEDIATE 1265

INFO USMISSION USBERLIN

USMISSION NATO BRUSSELS

AMEMBASSY BERLIN

AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

AMCONSUL FRANKFURT

AMCONSUL MUNICH

AMCONSUL DUSSELDORF

AMCONSUL BREMEN

AMCONSUL STUTTGART

AMCONSUL HAMBURG

C O N F I D E N T I A L SECTION 01 OF 02 BONN 14057

E. O. 11652: GDS

TAGS: PFOR, PGOV, WB, GW, GE, US, UK, FR, UR

SUBJECT: ALLIED PROTEST ON OBSTRUCTION OF TRANSIT TO
BERLIN

REFS: (A) BONN 14006; (B) STATE 206862;

(C) BONN 13755

BEGIN SUMMARY: AGREEMENT HAS NOW BEEN REACHED IN THE
BONN GROUP ON THE DESIRABILITY OF AN ALLIED PROTEST TO
THE SOVIETS OVER THE AUGUST 13 TURNBACK OF TRAVELERS TO
BERLIN. AD REF AGREEMENT HAS BEEN REACHED ON A REVISED
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TEXT, AND THE MAJOR OUTSTANDING ISSUE IS THE LEVEL AT

WHICH THE PROTEST IS TO BE DELIVERED. THE FRENCH STILL INSIST ON THE BERLIN POLAD LEVEL, AND THE BRITISH PREFER BERLIN BUT WOULD PROBABLY ACCEPT OUR PREFERENCE FOR DELIVERY IN CAPITALS OR IN MOSCOW. FOR THE FRG, SPEED IS MORE IMPORTANT THAN MODALITIES. END SUMMARY.

1. FRG REP (HENZE) TOLD THE BONN GROUP ON AUGUST 23 THAT HE HAD AGAIN DISCUSSED THE QUESTION OF A POSSIBLE ALLIED PROTEST WITH FOREIGN MINISTER GENSCHER OVER THE WEEKEND. GENSCHER HAD INSTRUCTED THE FRG DELEGATION TO REQUEST THE ALLIES TO DELIVER A PROTEST AS SOON AS POSSIBLE; HE HOPED THIS COULD BE DONE BY AUGUST 25 OR 26.

2. HENZE SAID GENSCHER WOULD SEE SOVIET AMBASSADOR FALIN ON AUGUST 26 (PROBABLY IN THE AFTERNOON) AND WOULD LIKE TO BE ABLE TO REFER TO THE ALLIED PROTEST AT THAT TIME. HENZE ALSO CONFIRMED, AS HAD BEEN REPORTED IN THE PRESS, THAT GENSCHER WOULD SEE KOHL, THE GDR PERMANENT REPRESENTATIVE, ON AUGUST 27. HE WAS NOT CERTAIN THAT GENSCHER WOULD RAISE THE TRANSIT ISSUE WITH KOHL AS THE MATTER WAS NOT WITHIN HIS COMPETENCE AS FOREIGN MINISTER.

3. UK REP (CARTER) REPORTED THE RECEIPT OF NEW INSTRUCTIONS. WHILE THE FCO WAS STILL NOT VERY ENTHUSIASTIC ABOUT AN IMMEDIATE ALLIED PROTEST, FOR REASONS PREVIOUSLY GIVEN, THE UK WOULD NOT OBJECT IF THERE WAS A STRONG SENTIMENT IN THE BONN GROUP FOR A PROTEST.

4. CARTER'S INSTRUCTIONS CALLED FOR MODIFICATIONS TO THE DRAFT TEXT REPORTED IN REF C WHICH WOULD SOFTEN THE THIRD SENTENCE OF PARA 2.A. INSTEAD OF STATING THAT GDR MOTIVATIONS WERE "OBVIOUS," LONDON WOULD WANT TO STATE THAT GDR AUTHORITIES "APPEAR TO HAVE BEEN MOTIVATED" BY A DISLIKE FOR WHAT THE TRAVELERS INTENDED TO DO IN BERLIN. LONDON ALSO WISHED TO DELETE THE SECOND AND THIRD SENTENCES OF PARA 2.B.

5. FRENCH REP (LASSUS) ALSO HAD INSTRUCTIONS FROM PARIS ON THE TEXT, BUT HE WAS UNABLE TO DETERMINE FROM CONFIDENTIAL

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THE WAY THE INSTRUCTIONS WERE WORDED PRECISELY WHICH SENTENCES PARIS WISHED TO TRANSFER FROM PARA A TO PARA B AND WHICH WERE TO BE DELETED.

6. FRG AND US REPS ARGUED AGAINST WATER DOWN THE TEXT TO THE EXTENT DESIRED BY LONDON, AND A COMPROMISE AGREEMENT WAS FINALLY REACHED ON THE TEXT SET FORTH IN PARA 8 BELOW. US REP ACCEPTED THIS TEXT AS BEING CONSISTENT

WITH PREVIOUS INSTRUCTIONS. THE OTHER THREE REPS
AGREED TO IT ON AN AD REF BASIS AND WILL ATTEMPT TO
OBTAIN APPROVAL FROM CAPITALS BY THE NEXT MEETING, ON
TUESDAY AFTERNOON, AUGUST 24.

7. LEVEL OF DELIVERY. LASSUS SAID PARIS WAS AWARE OF
THE US POSITION AS SET FORTH IN REF B (WHICH US REP
REITERATED) BUT STILL INSISTED THAT THE PROTEST SHOULD
BE DELIVERED AT THE POLAD LEVEL IN BERLIN. THE BRITISH
INSTRUCTION ON THIS POINT WAS THAT LONDON WAS ANXIOUS TO

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KEEP THE TEMPERATURE DOWN, WHILE OF COURSE MAINTAINING ESSENTIAL POSITIONS. THE FCO CONSIDERED STRONGLY THAT USING THE POLAD CHANNEL FOR THE PROTEST WOULD BE THE BEST WAY TO SERVE THIS END. (ON A PURELY PERSONAL BASIS, CARTER SAID THAT, DESPITE THIS WORDING IN HIS TELEGRAM, HE THOUGHT LONDON WOULD GO ALONG WITH DELIVERY IN MOSCOW OR IN CAPITALS IF A CONSENSUS FOR THIS DEVELOPED). HENZE SAID THE FRG RECOGNIZED THAT THE LEVEL OF DELIVERY WAS A MATTER FOR THE ALLIES TO DECIDE, THOUGH ON A PERSONAL BASIS HE THOUGHT DELIVERY IN CAPITALS WOULD BE APPROPRIATE. HE REPEATED GEN-SCHER'S HOPE FOR DELIVERY BY THE 25TH OR 26TH.
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8. THE TEXT OF THE REVISED BONN GROUP DRAFT FOLLOWS:

BEGIN TEXT

I HAVE BEEN INSTRUCTED BY MY GOVERNMENT TO MAKE THE FOLLOWING STATEMENT:

A. THE GOVERNMENTS OF THE THREE POWERS HAVE BEEN INFORMED THAT ON AUGUST 13 GDR OFFICIALS REFUSED OR DELAYED PASSAGE TO BERLIN ON THE TRANSIT WAYS TO NUMEROUS CIVILIAN PERSONS. IN MANY INSTANCES, TRAVELERS WERE QUESTIONED AS TO WHY THEY WISHED TO VISIT BERLIN. THERE IS AMPLE EVIDENCE THAT THESE ACTIONS BY THE GDR AUTHORITIES WERE MOTIVATED BY A DISLIKE OF THE ACTIVITIES IN WHICH THE TRAVELERS INTENDED TO PARTICIPATE IN THE WSB.

B. IN THE QA OF SEPTEMBER 3, 1971, THE GOVERNMENT OF THE USSR DECLARED THAT THE TRANSIT TRAFFIC OF CIVILIAN PERSONS AND GOODS BETWEEN THE WSB AND THE FRG WOULD BE UNIMPEDED. THERE IS NO JUSTIFICATION IN THE QA FOR IMPEDING TRANSIT TO BERLIN ON THE BASIS OF EVENTS OCCURRING IN THE CITY OR TRAVELERS' REASONS FOR VISITING THE CITY. THEREFORE, THE OBSTRUCTION OF TRANSIT TRAFFIC WHICH OCCURRED ON AUGUST 13 CONSTITUTED A CLEAR VIOLATION OF THE QA.

C. IT IS THE RESPONSIBILITY OF THE SOVIET GOVERNMENT TO ENSURE THAT SUCH VIOLATIONS DO NOT OCCUR. THE THREE POWERS CALL ON THE SOVIET GOVERNMENT TO SEE TO IT THAT TRANSIT TRAFFIC OF CIVILIAN PERSONS AND GOODS BETWEEN THE WSB AND FRG FUNCTION IN ACCORDANCE WITH THE QA AND THUS REMAIN UNIMPEDED.

D. I HAVE ALSO BEEN INSTRUCTED TO INFORM THE

SOVIET GOVERNMENT THAT, FOR ITS PART, THE (BLANK)
GOVERNMENT WILL CONTINUE TO DO ALL NECESSARY TO ENSURE
THE STRICT OBSERVANCE AND FULL IMPLEMENTATION OF THE
QA AND TO PREVENT COMPLICATIONS FROM ARISING IN AND
AROUND BERLIN.
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END TEXT.

9. COMMENT: SHOULD THE DEPARTMENT WISH TO MODIFY ITS
INSTRUCTIONS ON LEVEL OF DELIVERY, IT WOULD BE HELPFUL
FOR NEW INSTRUCTIONS TO REACH US IN TIME FOR THE
AUGUST 24 AFTERNOON MEETING.
HILLENBRAND

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